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A REPORT OF THE RECREATION
AND PARKS SERVICES IN THE
CITY OF PARIS ILLINOIS

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A REPORT
on
RECREATION AND PARKS SERVICES
in the
CITY OF PARIS
ILLINOIS

Recreation and Parks Field Service

University of Illinois

Urbana, Illinois

August, 1960

Recreation and Parks Field Service
Department of Recreation
University of Illinois
Urbana, Illinois

The Recreation and Parks Field Service was established by the Department of Recreation for the purpose of assisting Illinois communities and their organizations to develop their park resources and opportunities for recreation. This purpose is fulfilled by (1) providing technical and professional assistance and counsel, (2) preparing and disseminating information on various phases of recreation and park services, (3) promulgating acceptable standards, and (4) cooperating with other University, State, and community interests.

Examples of the kinds of services which are provided are:

Organizing and helping establish recreation systems, park districts, and the like.

Advising on problems related to legislative legal aspects, financing, budgeting, and the like.

Preparation of surveys, appraisals and studies.

Assistance on personnel practices including recruiting, selecting and training professional and volunteer personnel.

Developing agency and departmental coordination and relationships.

Planning public relations (including referenda campaigns).

Advising on problems related to the development and maintenance of recreation and park facilities.

Advising on the development of programs and services.

As the need arises, other resources of the University, including personnel, may be drawn upon to supplement the efforts of the Department of Recreation.

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TABLE OF CONTENTS

	<u>page</u>
Letter of Transmittal	ii
Survey Committee and Paris Youth Council Board	iii
Summary of Recommendations	iv
Introduction	1
Guiding Principles for Planning Recreation and Park Services	3
Nature of the Community	4
Parks, Recreation Areas and Facilities	6
Indoor Recreation Facilities	16
Recreation Programs in Paris	19
Administration, Personnel and Finance	31
Appendices	34
I. Forest Preserve District Law	35
II. Public Playgrounds and Recreation Centers Law	37
III. Function of a Park and Recreation Board	39
IV. Sample Recreation Ordinance	42
V. Job Description - Superintendent of Parks and Recreation	44



Department of **Recreation**

August 10, 1960

Mr. Wayne Jones
President
Paris Youth Council
Paris, Illinois

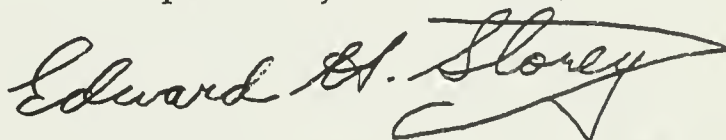
Dear Mr. Jones:

We are pleased to transmit herewith our report on recreation and park services in Paris.

The appraisal of these services has revealed certain deficiencies and needs. Recommendations have been made, which, if carried out, should insure adequate recreation and park services in Paris in the near future and for some years to come.

Your cooperation, and that of many Paris citizens, is gratefully acknowledged. I would especially like to thank Mrs. R. E. Dickmeyer, chairman of the survey committee, Mrs. R. Slotter, program committee chairman, and all the members of the survey committee, who have given assistance throughout the study. Mrs. U. G. Colson, immediate past president of the Youth Council has also given much support and guidance to the undertaking.

Respectfully submitted,

A handwritten signature in cursive script that reads "Edward H. Storey". The signature is written in dark ink and is positioned above the printed name and title.

Edward H. Storey, Consultant
Recreation and Parks Field
Service

Paris Recreation and Park Survey Committee

Chairman - Mrs. R. E. Dickmeyer

H. Dean Bishop
Don Cavins
H. V. Deffenbaugh
Mayor J. C. DeWitt
P. O. Foley
Robert L. Gibson
William Goodwin
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Ned Jenson
Dr. C. A. McClelland
Robert Rankin
Mrs. Robert Slay
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C. E. Willis
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Paris Youth Council Board

Wayne Jones, President
J. B. Powell, Vice President
Mrs. W. F. Patton, Secretary
Richard Boyd, Treasurer

Mrs. W. K. Andrews, Jr.
Mrs. U. G. Colson
Mrs. R. E. Dickmeyer

Elmer Findley
Grover Huff
E. H. Jenson

SUMMARY OF RECOMMENDATIONS

The details concerning the various recommendations may be found in the body of this report. The major recommendations are summarized here. It is recommended that:

1. A public recreation authority be established, by referendum and ordinance, as authorized in the Illinois Revised Statutes, Chapter 24, Article 57.
2. The Authority established under this law be vested in the existing Paris Park Board, and that the Board be known henceforth as the Park and Recreation Board of the City of Paris.
3. The proposed Park and Recreation Board employ a qualified Superintendent of Parks and Recreation as its principle executive officer.
4. The annual fiscal requirements of the Park and Recreation Board be secured primarily from the levying of a park tax not to exceed 1 mill, and the levying of a recreation tax, not to exceed $2/3$ of 1 mill, as authorized by referendum and ordinance.
5. The funds for capital improvements of park and recreation areas and facilities be obtained from the issuance of general obligation bonds of the City of Paris, and, whenever possible, from donations and gifts. In certain instances, revenue bonds may be used.
6. The proposed Park and Recreation Board assume the responsibility for operation and administration of the Hangar as a Community Center for the various age groups and interest groups.
7. A public swimming pool with bathhouse be constructed at an estimated cost of \$125,000 to \$150,000.
8. Parks be provided in certain neighborhoods as outlined in this report, preferably adjacent to school sites whenever possible, and fully developed for recreation use.
9. The Park and Recreation Board and the School Board plan cooperatively for the development of new park-school sites, and for the maintenance and use of such areas and facilities when they are developed.
10. The Park and Recreation Board, through cooperative action, and, where necessary, by direct sponsorship, develop programs of recreation for all ages and all interests to meet existing expressed needs as detailed in this report, and future needs as they arise.

11. The establishment of a County Forest Preserve District to serve all Edgar County including Paris be undertaken, with Forest Preserve being developed at the Third Lake or other suitable location.

12. The Paris Youth Council constitute itself as a Community Welfare Council and function as the voluntary coordinating body for all social welfare services in the community.

INTRODUCTION

The modern American city exists to provide for the general welfare of all its residents. Where needs exist that cannot normally be met by individual or family resources, people pool their resources by payment of taxes to a public purse, to enable needed services to be rendered by a common authority. In this manner, municipal governments provide streets, sanitary sewers, police and fire protection, health services, schools, public parks and increasingly, basic recreation services.

The years since World War II have revealed a strong awareness that recreation is a vital and significant part of community life and that it has an essential place in our democratic society. With increased leisure has come the need for increased recreation opportunities. Recreation, once regarded as being just for children, now serves all age groups. Greatly increased need has been evidenced in particular by large numbers of retired persons. Year 'round programs designed to serve basic recreation needs of all people regardless of age, sex, race, creed or color are now provided under public auspices in many communities.

Recreation programs have proven their worth through benefits derived, including improved physical and mental health, increased safety, personality development and social adjustment. Recreation programs, properly established and guided by qualified leaders, have been a powerful positive force in the prevention of delinquency. Recreation programs contribute to enriched community life and foster sound human values. In so doing they support the prosperity and general well-being of the community.

Recreation opportunities can be found in a variety of settings, provided by various non-government groups. Churches, service clubs, youth-serving agencies, special interest groups and commercial enterprises conduct worthwhile recreation activities. The activities of all these groups are destined to be expanded in future years. Libraries and schools make significant recreation contributions. The home, of course, has a fundamental responsibility for the provision, guidance, and sharing of recreation activities which strengthen the family as a unit, and contribute to the personal development of individual members of the family.

Experience has shown that local government organization is necessary to meet recreation needs adequately and to assure proper attention to, and planning for, recreation and park services. Public provision of recreation services makes them comparatively inexpensive, and provides the only practical means of making recreation opportunities available to all the people. Only through government can park lands and recreation facilities be secured at minimum cost and in a way that assures continued public ownership. A well designed and skillfully managed park system beautifies the community and helps to protect and enhance property values.

Community parks and other recreation facilities should be provided in keeping with all the factors involved in the total community plan of land-use and property development. In the same sense, public recreation organization must be effected in relation to existing programs provided by non-government groups. It is a function of public recreation to support and strengthen these programs without detracting from the independence of the sponsoring groups in any way. At the same time, it is the responsibility of the public recreation system to provide programs which assure all residents of an opportunity to participate in a suitable recreation activity. In this manner adequate coverage is assured and duplication of effort is avoided.

If a community's recreation program is to be adequate in content, with assurance of continuing effectiveness from year to year, certain elements have been found through experience to be essential. These elements are:

- (a) a public recreation managing authority established according to state enabling legislation;
- (b) a board of representative and interested citizens, appointed or elected, to whom the provision of recreation services is a primary concern;
- (c) competent well-qualified professional leadership and capable well-trained volunteers;
- (d) a dependable, continuous source of adequate funds to establish and operate programs and services;
- (e) a suitable variety of outdoor and indoor areas and facilities;
- (f) intelligent and comprehensive planning procedures.

The Paris Community Youth Council has recognized the need for an appraisal of the recreation and park resources of the city. Similar appraisals have been completed by the University of Illinois' Department of Recreation in the nearby communities of Charleston and Mattoon. Both communities have instituted action programs designed to implement the recommendations resulting from these studies.

The purpose of this report is to outline the present status of recreation and park services in Paris, and to suggest a workable plan for development of such services in future years. The plan should be regarded as a set of goals desirable of attainment, and as a flexible guideline for future community action.

GUIDING PRINCIPLES FOR PLANNING RECREATION AND PARK SERVICES

In order to provide a frame of reference to guide the formulation of recommendations for sound community recreation and park development, a set of guiding principles was adopted by the Survey Committee. These principles, as listed below, reflect the previous experiences of communities in the planning and provision of park and recreation services. They are commonly accepted as authoritative guidelines for action.

1. Recreation opportunities should be available to all the people of the community, regardless of race, creed, color, age, sex or economic status.
2. The recreation programs and facilities provided by non-government groups should be carefully evaluated before plans for new parks, recreation facilities and program services are prepared, to establish a proper relationship between private and public facilities, and to avoid duplication of effort.
3. Planning for recreation and park services should be undertaken with representative citizens to assure that plans reflect broad community thinking.
4. Recreation facilities and services should be planned on a neighborhood, district and city-wide basis to provide maximum opportunities for all the people.
5. A park should be provided in each neighborhood, preferably adjacent to the elementary school.
6. Each recreation area and facility should be conveniently located within the area it is planned to serve, and all the residents of the area should have safe access to it.
7. In developing park and recreation plans, consideration should be given to widely accepted principles and standards.
8. Maximim effort should be directed toward the development of public understanding of plans for recreation and park services.
9. Plans should include provision for community organization. This may include the formation of new authorities and consolidation of agencies. There should be provision for cooperative planning and action.
10. Beauty as well as functional efficiency should be considered in the design of parks and other recreation facilities.

NATURE OF THE COMMUNITY

Paris, the Edgar County seat of government, is a Central Illinois city of 9,767 persons. The population of Edgar County including Paris is 22,420 or 12,653 excluding Paris. The City is equidistant (165 miles) from Chicago to the north and St. Louis to the southwest. Springfield, the State Capitol, is 115 miles to the west, and Terre Haute, Indiana, is 23 miles to the southeast.

The climate of the area is moderate, and suitable for some form of outdoor recreation activity during most of the year. The winter climate is generally too mild to provide for extended periods of those activities which depend on snow or natural ice. Spring, summer and fall activities can be enjoyed outdoors over most of an eight month period from late March through November. The average annual rainfall is 36 inches.

The topography is generally level, although there is some rolling land and fairly rugged terrain in the surrounding areas. The area has excellent opportunities for hunting and boating, and possibilities for campground development are good.

The City is well-served by major transportation arteries, including U.S. Route 150, which intersects at Paris with State Routes 1, 16, and 133. Route U.S. 40 passes only 14 miles to the south and U.S. Route 36 only 13 miles to the north. Three bus lines and three rail lines provide common carrier services. Scheduled commercial air passenger service is available in Terre Haute and Danville. Charter air service is available locally.

Paris has 14 major industries and is actively seeking to attract others. It is the trading center of a productive agricultural county. Other major resources of the area include coal, crude oil, and lumber.

The City has the Commission form of government (Mayor and 4 Commissioners). The assessed value of taxable property within the corporate limits is approximately twenty-three million dollars (1960). The indebtedness through general obligation bonds is \$156,000.00.

The city's attractive parks are administered by the Park Board, an appointive body. A tax of 1 mill (\$23,000.00) is authorized by referendum and ordinance for the upkeep, maintenance and general operation of the park system. A municipal bond tax of 1/2 mill is authorized but is not being levied. There is no tax levy for public recreation purposes, and there is no division of the City government charged with responsibility for public recreation services.

The physical appearance of Paris is generally attractive, despite

obvious neglect and deterioration of housing in some sections of the city. Most homes are well maintained, and the predominance of single-family dwellings gives an impression of spaciousness. The beautiful trees lining the streets considerably enhance the overall community appearance. It is unfortunate that the lack of adequate land-use regulations has permitted some developments which detract from their surrounding areas. While it appears that insufficient attention has been given in former years to overall planning for the control and guidance of land-use and physical development in the City, present planning efforts indicate the desire of the authorities to give adequate guidance and control to future development. A comprehensive planning report, under the auspices of the recently created City Plan Commission, is now in preparation.

Community organization has been left to chance in much the same way as the physical development of the community. While there is a high degree of social organization through clubs, societies, lodges, and the like, there is no established pattern for the coordination of the efforts of those groups which attempt to serve the well-being of the community. There is no Community Welfare Council, and there is no coordinating fund raising agency such as a Community Chest or United Fund organization. The Paris Youth Council does perform a number of the functions of a Community Welfare Council, and is representative of most social welfare interests in the community. It might well consider changing its name and constitution in such a way as to become a functional Community Welfare Council.

Many adults complain that they are kept too busy by the many clubs, organizations, and societies; yet community-minded persons express concern that despite the high degree of social and service activity, much that should be done to provide for the welfare of the community is not being done. It may well be that the often heard complaint of over-organization in Paris is really a symptom of the lack of basic organization in the community to coordinate and channel efforts in a manner better designed to meet the community's needs, while conserving the energies of those who serve through the various groups now organized.

Just as the problems of physical development are being approached in an orderly and systematic manner through the offices of the City Plan Commission, so is it desirable to approach the social problems of the community in an orderly and systematic manner. This report suggests such an approach to meeting the needs for recreation services in the community. It should be considered as a vital part of the total effort needed to improve the ability of the Paris community to assure the well-being of all its people.

PARKS, RECREATION AREAS AND FACILITIES

Planning the park and recreation areas and facilities in a city requires careful consideration of the structural layout of streets, busy traffic arteries, residential, commercial and industrial land use, neighborhood divisions, and growth patterns.

Facilities should be located as conveniently as possible for those people who will use them. In Paris, three kinds of parks should be considered if the people are to have adequate opportunities for outdoor recreation. First, parks should be planned to serve each neighborhood; second, a city-wide park should provide those special athletic areas and facilities which are too large or costly to be provided in each neighborhood; third, there should be a park of large acreage with facilities for picnics, swimming, family outings, and the like, designed to serve the whole population of the city.

In considering the parks, recreation areas and facilities required for the city, attention has been given to the comprehensive plan prepared by Harland Bartholomew and Associates and to their recommendations concerning park and park-school developments. Where proposed new schools are mentioned in this report, the reference is to the new school proposals in the report of Harland Bartholomew and Associates, as depicted on the map on page 8. The cooperation of this firm in providing basic maps and preliminary reports is gratefully acknowledged.

Neighborhood Parks

Just as elementary schools are located within walking distance of the homes they serve, so should neighborhood parks be located conveniently to the people in each residential neighborhood. Where possible, it is desirable to provide parks adjacent to elementary schools, thus enabling the joint use of school and park lands for both school and general community purposes. This "park-school concept" represents an economy of land-use and a wise use of tax funds. There should be a neighborhood park within one-half mile of every home. The minimum recommended size is 3 acres, and in the overall city allotment of neighborhood parks there should be one acre for each 800 persons.

Desirable facilities of a neighborhood park include:

A shelter building with game rooms, meeting rooms and toilet facilities or access to the elementary school building.

A grassed area for informal games.

A multi-purpose all-weather courts area with games standards and basketball goals.

Softball and/or junior sized baseball diamond.

Well-designed play apparatus.

Spray basin or wading pool.

Border landscaping and landscaped rest area.

Fencing if bordering on busy streets.

The determination of neighborhood areas in Paris is made difficult by the complexity of railway lines and major automotive traffic routes which divide the city into eight distinctly separated residential units. Ideally, each of these units should be served by neighborhood recreation facilities located within the circled area. This is not practical because the population within the smaller units is not large enough to merit the provision of such facilities. Neither is such provision within the practical financial means of the city. It is therefore necessary to arrive at a compromise which will offer the most practical and economically feasible plan for the provision of neighborhood recreation areas and facilities.

The following neighborhood definitions are presented as general areas which can be served reasonably well by neighborhood parks, park-schools, or separate parks and schoolgrounds. They are outlined in the map on page 8.

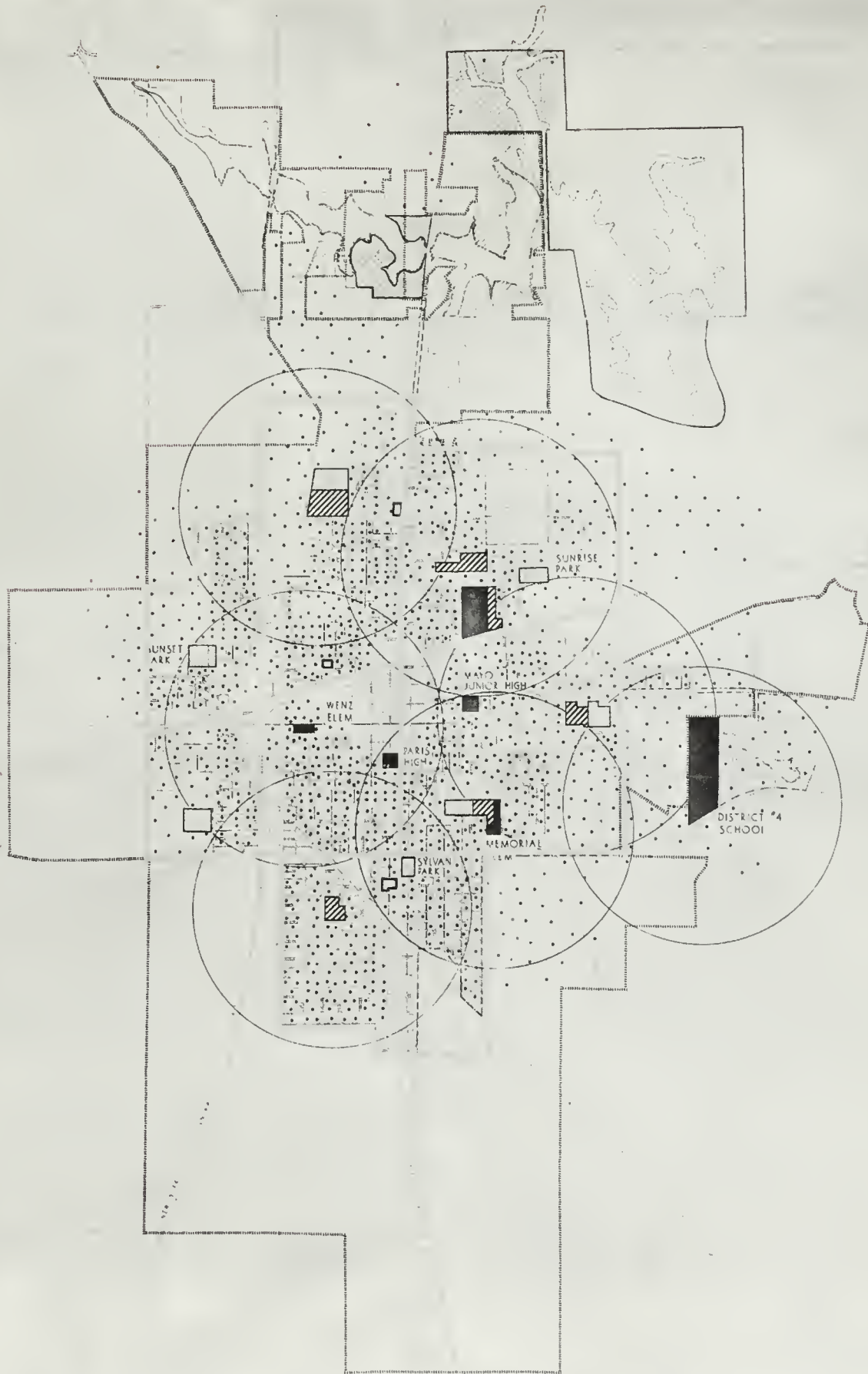
North-east -- the area bounded on the west by U.S. Route 1, on the south by the New York Central rail line, and on the north and east by the City limits.

North Central -- the area bounded on the east by U.S. Route 1, the New York Central rail lines on the west and south and the American Legion grounds on the north.

North-west -- the area bounded by City limits on the north and west and by the New York Central rail lines on the east and south.

West Central -- the area bounded by the New York Central rail line on the north, U.S. Route 1 on the east, Jasper Street on the south, and the City limits on the west. This area is composed of two distinct residential areas divided by the north-south line of the New York Central Railroad.

PARIS, ILLINOIS AND ENVIRONS



SCHOOL AND PARK PLAN

- L E G E N D
- | | | | |
|--|--|--|----------------------------------|
| | EXISTING SCHOOL SITE | | EXISTING PARK |
| | SCHOOL TO BE ABANDONED | | PROPOSED PARK |
| | PROPOSED SCHOOL SITE ADDITION TO SITE | | UNIT 95 SCHOOL DISTRICT BOUNDARY |
| | 1/2 MILE RADIUS FROM ELEMENTARY SCHOOL | | ONE DOT REPRESENTS TEN PERSONS |

CITY PLANNING COMMISSION
PARIS
ILLINOIS

-NEIGHBORHOOD SERVICE AREA

HARLAND BARTHOLOMEW AND ASSOCIATES
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS
SAINT LOUIS
MISSOURI

East Central -- the area bounded on the north by the New York Central Railroad, on the west by U.S. Route 1, on the south by Jasper St. and on the east by the City limits.

South -- the area bounded on the north by Jasper Street, and on the east, south and west by the City limits. It is bisected into two residential units by the Pennsylvania Railroad line.

Desirable provision of parks, recreation facilities and equipment in each of these areas is detailed as follows:

North-east

This area is now served by Sunrise Park, and may be served additionally in the future by the proposed school site located north of the high school Athletic Field. This new school site should be planned as a park-school development, with the major neighborhood play facilities located on a 3 acre park situated adjacent to the school. Sunrise Park should be retained in its present form as a beauty area with limited play facilities.

Present facilities and equipment on the 4 acre Sunrise Park include:

An attractively landscaped beauty area with benches, and a wading pool.

A large grassy area with softball diamond.

One turfed basketball court.

Small storage building with toilets.

12 large swing seats.

6 children's bucket-type swing seats.

12 teeters, 2 merry-go-rounds.

2 slides, 2 giant strides.

1 water fountain.

Benches, sand box.

1 barbecue stove.

Consideration should be given to relocating the ball diamond from the south-east corner to the north-west corner, and providing an adequate winged backstop. The basketball goals should be relocated in the south-east corner,

and an all-weather surface (40' x 60') provided to enable multiple use for basketball, volleyball, paddle tennis, and badminton.

North Central

This area is not served by a public park at the present time. There is a small grassy play area adjacent to Vance School, equipped with swings and two gravel surface basketball courts. At the northern edge of the neighborhood the American Legion grounds with three baseball diamonds is located.

Vance School is aged, and in the future, will likely be abandoned in favor of a proposed new school in the middle of this neighborhood. This should be planned as a park-school development, with a 5 acre park site situated adjacent to the school site. Until this development occurs, it would be desirable to obtain use of the American Legion grounds to serve as a playground for the area.

North-west

This neighborhood is served very adequately by Sunset Park (6 acres). This park is well landscaped and has a very attractive area for picnics and passive enjoyment. It also includes:

A wading pool with spray.

2 shuffleboard courts.

1 giant checkerboard.

1 turf basketball court.

12 large swings, 6 bucket-type swings.

8 teeters, 2 merry-go-rounds.

2 large slides, 2 giant strides.

1 water fountain.

Storage room, and benches.

There is a baseball diamond in the north-west corner, which requires a new winged backstop. A shelter with toilet facilities is now being planned.

This park is large enough and suitably located to provide tennis and other court game facilities to the residents of the western part of the city.

The south-west quadrant of the park has sufficient open space at the present time to provide for an all-weather surface to include 2 tennis courts, and a multipurpose area for basketball, volleyball and badminton.

Consideration should also be given to providing coin-metered night-lighting for the proposed tennis courts and multipurpose area.

West Central

This area, comprising two separated residential sections, does not include a public park. Wenz Elementary School is in the eastern residential section, but its play area is not large enough to be very useful.

It is recommended that a park site of from 6 to 10 acres be acquired at the present western edge of this area, because there does not appear to be any land available which would be more central to the entire neighborhood. It is likely that residents of the eastern part of this neighborhood will likely be drawn to the facilities of the adjoining areas if proposed developments for those areas are carried out.

An effort should be made to obtain a small site of one acre or less to provide a tot-lot for the eastern section of this neighborhood.

South

This area also comprises two separate residential sections. It is served by Sylvan Park and Redmon School grounds. Redmon School is aged and will likely be replaced in the future by a new school at a proposed site to the south-west of the present school. The new site should be planned as a park-school development, with 2.75 acres allocated for outdoor play purposes.

Sylvan Park (2.7 acres) is primarily a park for passive enjoyment. It is well-landscaped, and like all Paris parks, is properly maintained. A large corner of the park provides the site for the City water tower. The southern portion of the park includes:

6 large swings, and 6 bucket-seat swings

4 teeters

storage room

Slides and other pieces of creative play equipment should be added to make the play area more attractive to children.

An all-weather multipurpose area could be provided in the south-west part of the park, to provide for basketball, volleyball, badminton, and the like.

Two shuffleboard courts and a giant checkerboard, like those in Sunset Park, would be good additions to the central section of the park. There is not enough room for a baseball diamond on this park, and the Redmon School ground is also too small for this purpose. A ball diamond site should be obtained and developed in the area west of Redmon School.

East Central

This area is presently served by Mayo Junior High School and Memorial Elementary School. The outdoor facilities of Mayo School are very limited, since the High School athletic grounds are used for the Junior High School sports program.

Memorial School is situated in the south-west quadrant of this neighborhood, and is suitable for development as a park-school. Addition to the school site, and the location of a 3 acre park adjacent to this site is recommended.

The eastern part of this area is likely to experience increased residential growth and eventually form a new "eastern" neighborhood. A future park-school development is proposed east of High Street, and it is recommended that approximately 5 acres be obtained as a park adjacent to the proposed school site.

City-Wide Sports Facilities

The High School Athletic Grounds, comprising 10.5 acres, should be further developed. The proposed school plan calls for the building of a small new Junior High School on this site, with the addition of at least 5 acres on the eastern side of the present site for increasing the size of the athletic grounds.

Present facilities at this site include:

A lighted football field with bleachers.

An oval cinder track with sprint straightaway.

Jumping pits.

A practice baseball diamond (short left field).

Dressing rooms.

Concession stand.

3 tennis courts are now being completed.

The addition of 2 softball diamonds is desirable.

With these improvements, and subject to formal agreement by the Park Board and School Board, the High School Athletic Field could serve much of the community need for athletic fields.

The present ball park adjacent to Twin Lakes Park is excellent for High School baseball, and could also be used as headquarters for a number of community leagues. The professional baseball team is inactive at present. The ball park has recently been acquired as City property.

Twin Lakes Park

The Twin Lakes Park, located at the northern limit of the City, comprises some 37 acres in two tracts and the water area adjacent to them. In addition there is a large water acreage with no park development on the shoreline.

The facilities of this area include:

A bathing beach.

Bath house and shelter.

Dance pavilion.

Miniature golf course.

Picnic areas.

Boating rentals and tour boats.

Commercial amusement rides.

Professional league baseball diamond.

Archery range.

Lighted horseshoe courts.

West Lake Scout Camp.

The addition of 2 tennis courts adjacent to the horseshoe court area is recommended.

The leasing of land bordering the lakes for private home and cottage development has substantially reduced the usable public park area, and commercialization of the park is fairly extensive. For these reasons, the public use of this attractive area is somewhat reduced. Cottages and cabins have been ordered removed from the East Lake area, and 33 acres is now being developed as a park in that area.

This report concurs with the recommendation of Harland Bartholomew and Associates to secure additional land around the new lake to provide for an adequate park area, with access to the road. The park area should be developed in the public interest, and protected from encroachment of private homes and commercial enterprises.

This area would make an ideal location for a public golf course in future years. Other portions of the proposed area should be reserved for the development of natural wooded areas, camping grounds for local organizations such as Scouts and Brownies for 4H camping and conservation activities, and for picnic areas.

Since this proposed large park development would serve the entire Edgar County much in the same manner as Lake of the Woods Park serves Champaign County, consideration should be given to acquiring and developing this area as a County Forest Preserve. This would require the establishment by referendum of a County Forest Preserve District according to the provisions of the Illinois Revised Statutes Chapter 57 1/2. This approach would guarantee the preservation of the area around the lake for public use, and would spread the cost of the development among the people of the county who would be served by it. Similar Forest Preserve Districts have been developed in eleven Illinois counties, including Piatt and Champaign.

Paris parklands now total approximately 50 acres, with an additional 33 acres under development. The widely accepted minimum standard provides for 1 acre of park for each 100 persons in the community. On this basis, Paris is deficient by approximately 17 acres. More important than total acreage, however, is the distribution of these parks to enable safe, convenient access and adequate service to each neighborhood. The foregoing recommendations provide for such distribution and would increase the acreage within the city by approximately 20 acres exclusive of the proposed Third Lake park development. If these proposals could be implemented, the City will have reasonable park and recreation areas and facilities for both present use and foreseeable needs.

Swimming Pool

There is a strongly expressed desire for improved swimming facilities in Paris. The increased general interest in swimming is not satisfied by the limited swimming facilities at Twin Lakes Park. A well-

designed and constructed public swimming pool is essential if Paris residents are to be assured of a safe, healthy, and economical place to swim.

Much interest has been expressed in the development of a public swimming pool, such as the one recently constructed in Rantoul. The construction of such a pool, complete with bathhouse, represents a capital expenditure of from \$125,000 to \$150,000, depending on the design and size of the pool and the construction problems encountered. Such a pool development should only be undertaken with the services of a competent swimming pool consulting firm. The strict State requirements for construction, design and operation, and the need for adequate consideration of safety, operating economy, and management problems make the careful design of such facilities by qualified persons a very real necessity.

Swimming pools may be provided by cities through a park board or recreation committee. Forest Preserve Districts may also provide swimming facilities. It is general practice in Illinois to build public pools through the issuance of general obligation bonds.

A swimming pool is strongly recommended in the interest of providing good community recreation opportunities and in the interest of the safety of swimmers of all ages.

Tennis Courts

Paris now has no public tennis courts, but the widely accepted standard of one tennis court for every two thousand people will be met with the installation of 3 courts at the High School Athletic Field and 2 at Twin Lakes Park. As interest in tennis increases in the City, additional courts should be provided in Sunset Park.

Golf Courses

There is one attractive 9 hole golf course at the Country Club in Paris, owned by the B.P.O.E. and leased to private management. There is no public course. The increasing popularity of golf indicates that future provision of a public course at the Third Lake development, or elsewhere, should be considered.

INDOOR RECREATION FACILITIES

The National Recreation Association recommends that the following indoor facilities should be available for community recreation purposes, regardless of the type of building in which they are provided:

A gymnasium for each 10,000 of the population or less.

An auditorium or assembly hall for each 20,000 or less.

A social room or play room for each 10,000 or less.

An informal reading and quiet game room for each 10,000 or less.

An indoor game room for each 10,000 or less.

An arts and crafts room for each 10,000 or less.

A multiple-use room for each 4,000 or less.

An indoor swimming pool for each 50,000 or less.

Paris has indoor recreation facilities which are not being used very extensively for recreation purposes. While there is no public center building specifically designed for recreation purposes, the facilities of the various schools could meet some of the recreation needs of the community. These facilities are listed below.

<u>Name of School</u>	<u>Types of Facilities</u>
Paris High School	1 boys gymnasium 1 girls gymnasium Band and music rooms Industrial arts room Agriculture shop Auditorium Recreation room
Mayo Jr. High School	1 gymnasium Cafeteria Library
Memorial Elementary School	Gymnasium Cafeteria All-purpose room

11. 11.

<u>Name of School</u>	<u>Types of Facilities</u>
Wenz Elementary School	Audio-visual room All-purpose room Cafeteria

Vance, Tanner and Redmon Schools are older schools which have only cafeteria and kitchen facilities in addition to the classrooms. They should eventually be replaced by new schools as proposed on the east, north-west and south sides. It is recommended that new schools be planned for school and community use in keeping with the park-school plan now being implemented in many cities across the nation. This plan allows for joint development and use of outdoor areas adjacent to schools by the school board and the park board. School facilities should be designed so that the gymnasium, cafeteria, and meeting rooms may be opened for community recreation in the evenings without disturbance to the formal class rooms. This concept provides a single functional unit for education, recreation and other community activities, at minimum cost to the taxpayer.

The Public Library, in addition to its extensive book collection, also has meeting room space. The Armory is also available for recreation purposes to a limited degree.

The main deficit in indoor recreation facilities, according to the previously outlined standards, is a community center. The Hangar, if operated by a public authority, could be remodeled to serve this need. This proposal is discussed in greater detail in the program section of this report. An additional need is for an indoor swimming pool. Should such a facility be contemplated for Paris, it should be built as a school facility, preferably at the Junior High School level. It should be designed to serve the school physical education and intramural program, as well as for community use when it is not required for school programs.

In addition to the public indoor facilities outlined above, there are many indoor facilities suitable for and used for recreation purposes, owned by various clubs, organizations and agencies. They are listed below for general information.

<u>Name of Organization</u>	<u>Facility</u>
American Legion	Dance hall Meeting rooms Card rooms

<u>Name of Organization</u>	<u>Facility</u>
Country Club	General lounge Dining room Club room Golfers' lounge
Edgar County Children's Home	Indoor play room
Elk's Club	Dining room Meeting room Dance floor 4 bowling lanes
Farm Bureau	Meeting room
Girl Scouts	Community House and Camp
Knights of Columbus	2 lane bowling alley Card room Dance hall
Moose Lodge	Club rooms Large ballroom Kitchen Stage
Paris Art League	Small art center building
Paris Youth Center, Inc.	(The Hangar) Dance floor Games areas Snack bar and booths Lounge
Various Churches	Church halls Sunday school rooms

Commercial Facilities

Commercial facilities for recreation include the Twin Lakes Bowling Lanes, the Roller Rink, the Go-Cart Track, and the Trampoline Center.

RECREATION PROGRAMS IN PARIS

Recreation, in today's concept, is any form of free-time activity engaged in voluntarily, and for the enjoyment and satisfaction it brings to the participant. It may provide an opportunity for self-expression, creative activity, service to others, or the pure joy of living. Motivation is important. If a man enjoys playing golf or serving his neighbor or in bettering his community, that is recreation. If a man detests golf and plays only because his doctor orders it, or gets no satisfaction in a service activity, that is not recreation but either a medical prescription or a surrender to social pressure.

Recreation includes sports, games and other physical recreation activities, the creative arts, music, dancing, dramatics, social activities, travel, outings, camping, boating, water sports, gardening, family group living activities, table games, enjoyment and appreciation of nature, photography and other hobbies, reading, conversation, listening to the radio, watching television, performing worthwhile services, participation in civic affairs, special events and so on.¹

There is no "standard" recreation program which can be applied to any given city. Conditions vary widely in different cities and even within the different neighborhoods of each city. Therefore recreation programs are developed to fit the particular requirements of each community by experimentation, based on expressions of interest and need, and modified through the test of experience.

Valid criteria for evaluation of the adequacy of a community's recreation programs may be found in the guiding principles which are set forth in the beginning of this report. Additionally, recreation program planning should involve consideration of the following:

- (a) The age, sex, previous experience and economic status of the people to be served;
- (b) The physical, mental, social, and emotional characteristics of the people to be served; and
- (c) The provision of opportunities for participation at varying levels of proficiency, and for instruction in recreation skills.

¹ Joseph Prendergast, et. al., Background Paper on Free Time Activities, National Advisory Committee for the White House Conference on Aging. Washington, D.C., March, 1960.

With these considerations in mind, the present recreation opportunities for Paris residents can be appraised with a view to determining the adequacy of the sum of these programs for meeting the total recreation needs of the community.

Park Board

No organized recreation programs are conducted by the Park Board. The attractive parks provide opportunities for picnics, boating, swimming, water-skiing, fishing, horse-shoe pitching, archery, dancing, commercial rides and amusements, and passive enjoyment of the natural settings.

An organized summer recreation program in the playgrounds was attempted "about five years ago" but was not regarded as successful due to inadequate leadership. The Park Board members recognized the need for recreation leadership, but the Board has no funds allocated to it for this purpose.

School District # 95

The Paris Schools, through their curricula in physical education, music, and industrial arts, provide the only tax supported program of instruction to develop skills which can be used to enrich the recreational experience of Paris citizens. A notable deficiency is in the lack of an art program. In addition, the interscholastic sports program provides opportunity for participation by those boys who reach a high degree of proficiency in basketball, football, track, and baseball. A limited intramural sports program is available to both boys and girls. Other extra curricular activities include music concerts and festivals and dramatics.

The school intramural programs are hindered by the inadequacy of the outdoor play areas, and by the distance of the High School Athletic Field from the High School site.

Paris Athletic Club

This club was organized in 1959 to encourage athletics in Paris schools. It has already purchased and provided a scoreboard and clock for the High School Athletic Field. Funds were raised through contributions and the operation of a concession at the Edgar County Fair.

Paris Youth Center Incorporated

The Hangar is operated by the Paris Youth Center Inc., as a teenage center. It is the major recreation program for this age-group. Membership is open to students enrolled in grades seven through twelve in the Paris schools, and in grades 7 and 8 in Crestview School. The Hangar is open at noon hours and

after school until 5:00 p.m. each school day. Evening hours are from seven to nine on Tuesdays, and from seven to ten on Fridays and Saturdays. The closing hour of 10 P.M. is established to enable the youth to conform to the curfew law.

The program emphasizes dancing, with casual participation in pool, billiards, table tennis and other table games. The lounge area is equipped with magazines and television and the well-equipped snack bar serves a suitable variety of food and beverages at minimum prices. It is estimated that over 10,000 attendances per month are made during the school year. The Hangar is closed during the summer months when school is not in session.

The operation of the Hangar is financed through special gifts, fund raising activities such as chili suppers, receipts from an annual fund drive and with the proceeds from the snack bar. The teen-age council which plans cooperatively with the Senior Board, has recommended that identification cards be issued to each student eligible for membership in the coming year. Although no charge is made for the card it will bear a "patron" seal if the member donates at least \$2.00. Revenue from all sources has been barely adequate to meet the fixed expenses and inadequate to provide much needed programs and physical improvements to the premises.

In the event that a public recreation authority is established in Paris as recommended in the "Administration" section of this report, it would be one of the functions of such a Board to assist the various recreation organizations in Paris in carrying out their purposes, through skilled leadership, guidance, coordination of the use of facilities, and in some instances, financial aid. The relationship of such a Board to the Youth Center Inc. should be carefully examined and action considered based on the following factors:

(a) The Board of Directors of the Youth Center Inc. have an interest in the provision and operation of a recreation program for youth of high school age in Paris. The Board has actively promoted this interest for the past 17 years, through the provision of a recreation center and staff, and through the continued interest and support of the Board members.

(b) The financial support of the Center is dependent upon donated funds and funds obtained through fund raising activities. The Board has always managed to operate the Center but limited funds have not permitted the accomplishment of very desirable objectives.

(c) The cost of the rent, and maintenance of the building is prohibitive in terms of the hours in which the building is in use. At the present time the building is used at noon hours, after school, and three evenings per week, which satisfies the time requirements of the age group served.

(d) There is a need for facilities, such as those existing in the Hangar, to be made available to other age groups for recreation programs, including the youth group past high school age. There is also a particularly strong need to have a suitable location for programs for the elderly. Senior Citizens Clubs have been established in many Illinois communities and are meeting an urgent community need. Such programs could be accommodated in the Center without decreasing the time now allotted for the youth.

It is suggested, therefore, that, if approval of the voters is secured and a tax supported recreation program is established, consideration be given to increasing the use of the Hangar building, while maintaining and strengthening the existing youth program. This might be accomplished through the following steps:

(a) The rental, maintenance, upkeep, and operation of the present Hangar building be assumed by the proposed Park and Recreation Board.

(b) That additional space within the building be secured to enable the provision of suitable areas for additional programs.

(c) That the continued sponsorship of youth programs be a responsibility of the presently constituted Board of Directors of the Youth Center Inc.

Such action would:

(a) free the Board of the present burdensome annual fund-raising campaign.

(b) enable the Board of Directors to give their complete attention directly to their major interest, the development of programs designed to serve the needs and interests of the youth of Paris.

(c) strengthen the ability of the Center to employ staff on a more permanent basis, with opportunity for the staff to participate in existing City of Paris pension plans, and any other benefits enjoyed by City employees.

Girl Scouts

There are seven Brownie troops and six Scout troops in the Paris Girl Scout organization, which is part of the Redbud Area Council. The total membership is two hundred and fifteen girls. The troops use parks, churches, schools, and the Community House for their regular activities. Camping is conducted at West Park in the Twin Lakes area.

Boy Scouts

There are 5 cub packs for boys 8 - 11 and 5 scout troops for boys 11 - 14. One explorer post serves boys over 14. The local scout group belongs to the Wabash Valley Council. They use churches, homes, parks, and the West Lake Camp for their activities.

American Red Cross Society - Edgar Chapter

The Red Cross makes an important contribution to recreation in Paris through its Water Safety Program. This program has provided swimming and water safety lessons to about three hundred persons annually. The Twin Lakes swimming area is used for this program. 1960 enrollment was 300 persons. Swimming classes for the Cerebral Palsy Group are held in the Marshall Pool, with the Red Cross providing instructions and transportation.

Little League Baseball

The Paris Little League has ten teams, and limits its membership to one hundred fifty boys, from nine to thirteen years of age. The League has a sixty game schedule, which is played at the American Legion Grounds. Each year there are more boys of this age who want to play baseball than the Little League can handle.

Pony League Baseball

The Pony League has 4 teams for boys 13, 14, and 15 years of age. There are 75 boys participating in the league. Games are played at the Legion Grounds. Sponsors of the teams are the Rotary Club, Kiwanis Club, two local banks, and the league itself.

American Legion Post 211

The Legion maintains a large athletic field which has three baseball diamonds. It sponsors the Paris entry of the Illiana Junior Baseball League for boys 15 - 18 years of age, and makes its facilities available to the Little League and the Pony League. The meeting rooms of the Legion House are also used by numerous community groups for meetings and parties.

Edgar County Community Concert Association

This Concert Association presents a minimum of three concerts annually. The High School is regularly used for this purpose although on occasion sacred concerts have been held at one of the churches. The purpose of the Association is to maintain a permanent concert audience on a membership basis, and to foster and encourage the teaching and appreciation of music throughout Edgar County. Annual membership is available at \$6.00 for adults and \$3.00 for students.

Paris Art League

The stated purpose of the Art League is "to study, promote, cultivate, and encourage exchange of ideas, knowledge and experience in art". The League owns the small Art Center on Jasper Street. It has conducted art classes for children from nine to twelve years of age, for a fee of \$10.00, during the summers of 1959 and 1960. Annual membership dues are \$5.00 per person.

4-H Clubs

Membership is open to all persons from ten to twenty-one years of age who are willing to carry out a project and attend two-thirds of the meetings held by the 4-H Club of their choice. Projects are mainly in the agricultural and home economics fields, but some are of a recreational nature. These clubs provide numerous recreation programs for their members including rallies, trips, picnics and swims, camping, sports, crafts, music appreciation and recreation leadership training.

Home Bureau

The Home Bureau is open to any adult interested in homemaking. It sponsors the Extension Service Home Economics and 4-H Club programs in the County. Recreation programs include crafts, fall festival, tours, trips, picnics, and an art show.

Council for Retarded Children X

This Council provides, through volunteer service, recreational and religious programs for retarded children in Paris. It is assisted financially by donations from civic groups and an annual door-to-door fund drive. Recreation programs include a summer play school, family picnics, sports, and crafts. A weekly Sunday School Class has been organized by the Council.

Paris Ministerial Alliance

While the purpose of the Ministerial Alliance is to foster services of a religious nature, its members are all concerned with the many church activities of a social or recreational nature. Each church conducts many such activities and church facilities are also used by community groups such as Cubs, Scouts, 4-H Clubs, Concert Association, and many others.

Edgar County Archers Club

This club is a division of the Edgar County Sportsman's Club. It sponsors archery shoots and tournaments, and has regular archery practice sessions for its members. An archery instruction school is planned which

will be open to anyone interested in learning the fundamentals of the sport.

Edgar County Sportsmen's Club

This club has its own facilities and provides opportunities for its members to fish, trap-shoot and skeet-shoot. It fosters conservation of wild-life in the area.

Junior Chamber of Commerce

This organization has taken an active interest in the development of recreation programs for the youth of Paris. While it has not conducted any recreation programs beyond those for its own members the Club is actively studying the recreation needs of Paris with a view to giving service in that area.

Kiwanis Club

The Kiwanis Club sponsors or assists in a number of special events programs in addition to those provided for the members and their families. These include an Easter Egg Hunt for the Children's Home, the School Patrol Outing, the teen-agers New Year's Eve party, the Graduation After-Glow party, and Pony League baseball. The Club also provides financial assistance to a number of community service programs.

Knights of Columbus, Council 860

The Knights of Columbus sponsor picnics, family parties and bowling, as well as scout troops and Little League teams.

Rotary Club

The Rotarians sponsor baseball teams in Little League and Pony League, as well as recreation activities for the Children's Home and support to music camp participants. The Club also has social events for members and their families.

Paris Boat Club

This Club, in its first year of organization is actively working to improve boating facilities at the East Lake. It takes an active part in water safety and boat-handling classes, and fosters interest in boating activities on the Twin Lakes.

Town and Country Square Dance Club

This club meets twice monthly at the North Arm Community Center on the Clinton Road. Attendance averages four or five squares each meeting.

Paddle Club

Newly formed this year, the Paddle Club has provided a swimming pool and tennis court. It is primarily a family recreation club, and its facilities are only for the 25 families who comprise the club membership.

This listing of recreation programs sponsored by the many organizations and agencies in Paris is by no means exhaustive. There is a local motorcycle club, and a riding club, among others. Many organizations, while not primarily recreational in purpose, provide recreation activities for their members.

Questionnaires were distributed to seventy-five organizations and groups in Paris. Thirty-three were returned, and from these much useful information has been gained.

In response to the question, "Do you feel there is a need to improve the present methods of coordinating recreation programs and services offered by agencies in Paris?", there were twenty-three yes responses, three no responses, and seven had no opinion.

Ten organizations indicated that this coordination could best be achieved through the provision of qualified recreation leadership. Four organizations suggested coordination could be accomplished through a recreation council, and nineteen had no suggestion to offer.

Four responses indicated that better use should be made of existing facilities, especially the schools and parks. Fourteen indicated the need for additional facilities, with most emphasis being placed on the need for a public swimming pool. Other major suggestions included the provision of tennis courts, and the addition of parks in the south and west sections of the City.

In addition to the questionnaires distributed to organizations, individual recreation interest questionnaires were distributed to youths in the Junior High School and the High School, and to adults through various community organizations. These questionnaires asked the respondents to indicate their five major preferences for activities that they would like to do but were not doing, or that they would like to do more if the opportunity was available. These responses as tabulated on pages 27 through 29, must be analyzed in relation to existing activities in order to realize their meaning. For example, dancing does not appear in the youth preference listings because there is ample opportunity for the youth to dance. The preference listings indicate those things that the respondents would like to do.

It must be recognized that these responses should be used primarily as a basis for experimentation in the development of recreation programs, and as an indication of the need for certain types of recreation facilities.



Recreation Interest Survey

<u>Activity</u>	<u>No. of Times Checked</u>
<u>Boys 12 and 13</u> (80 Polled)	
1. Swimming	25
2. Archery	22
3. Bowling	22
4. Baseball	21
5.. Pool or Billiards	19
6. Basketball	18
7. Boating	18
8. Camping	18
9. Hiking	11
10. Cycling	10
11. Diving	10
12. Golf	10

<u>Girls 12 and 13</u> (49 Polled)	
1. Swimming	22
2. Tennis	22
3. Dramatics	13
4. Boating	11
5. Bowling	11
6. Camping	11
7. Skating	11
8. Archery	10
9. Golf	10
10. Hiking	8
11. Gymnastics	7

<u>Activity</u>	<u>No. of Times Checked</u>
<u>Boys 14 and 15</u> (101 Polled)	
1. Swimming	34
2. Archery	28
3. Basketball	28
4. Baseball	21
5. Pool or Billiards	19
6. Ice Skating	16
7. Boating	16
8. Scouting	16
9. Wrestling	15
10. Mechanics	15
11. Diving	13
12. Golf	13

<u>Girls 14 and 15</u> (41 Polled)	
1. Swimming	12
2. Archery	11
3. Bowling	10
4. Roller Skating	9
5. Ice Skating	7
6. Tennis	7
7. Instrumental music	6
8. Painting	6
9. Cycling	5
10. Dramatics	5
11. Leathercraft	5
12. Hiking	5



<u>Activity</u>	<u>No. of Times Checked</u>
<u>Men</u> (48 Polled)	
1. Swimming	10
2. Golf	8
3. Tennis	7
4. Woodworking	6
5. Gardening	5
6. Basketball	5
7. Leathercraft	4
8. Skeet Shooting	4
9. Dramatics	2
10. Pool or Billiards	2

<u>Women</u> (134 Polled)	
1. Swimming	24
2. Tennis	14
3. Home Decorating	12
4. Ceramics	12
5. Square Dancing	11
6. Riding	10
7. Badminton	7
8. Golf	7
9. Ice Skating	7
10. Bowling	6



It can be concluded from the program appraisal and the interest survey that in general, social activities are provided quite generously in Paris, while opportunities for active participation in a suitable variety of indoor and outdoor activities are lacking. The major need is obviously for adequate swimming opportunities, with high interest also evident in archery, bowling, basketball, tennis, boating, golf, baseball, and camping.

A major deficiency in the recreation program is in the lack of programs for older persons. Nearly 15% of the residents of Paris are over 65, yet there is little effort made to insure that these "Senior Citizens" have adequate opportunity for socializing and enjoying other leisure pursuits. A special effort is needed to provide adequately for the enjoyment of earned leisure by retired persons, many of whom are living in loneliness, with practically no social contact in the community.

Experience in other cities where "Senior Citizen" or "Golden Age" clubs have been formed under the auspices of public recreation departments, or service club sponsorship, has shown that persons in this age group have definite recreation needs, and can benefit immeasurably by participation in program and service activities. The need to feel useful in retirement could be satisfied for many Paris older citizens if they could be attracted to participate in the many existing organizations. Many others, restricted by financial need, could find companionship, opportunity for creative activity, and community service in a club for senior citizens.

Teenagers need a greater variety of recreation activity during the winter months, and a strong program should be organized for teenagers during the summer months. Summer Playground Programs for young children should be organized under qualified leaders at each neighborhood park. Day camping, also under qualified leadership, could be offered on a cost basis if the camping area at Twin Lakes is further developed.

There is a real need for programs for youth beyond high school age. Recreation program opportunities should be developed for young people in the 19 to 25 age range.

While major facility development is necessary to provide for some of the needed programs such as swimming and tennis, much could be done to increase the use of existing facilities if a public agency were given responsibility for the development of a total community recreation program. The lack of coordination of programs and the failure to mobilize the community's resources for recreation in an effective manner is due to the fact that no one organization has either the responsibility for doing it, or the authority or funds to undertake the task.

ADMINISTRATION, PERSONNEL AND FINANCE

(a) Administration

There is a clear need for the establishment of a public recreation authority which would be given the responsibility for coordinating and developing the total community recreation program. Support for this step has been reported in the previous section of this report.

The Illinois Revised Statutes provide three ways for establishing a public recreation authority:

1. The School Board may conduct programs of recreation and build recreation facilities (Section 122, Article 14). Funds for this purpose, however, must come from the educational and building funds, since no special recreation tax is authorized under the law.
2. Park Districts may be organized by referendum and have the authority to conduct recreation programs under the provisions of the Park District Code (Chapter 105). A Park District may levy a tax of 1 mill for corporate purposes and monies from its corporate fund may be used for recreation purposes. Further, it may if the need arises, subject to favorable referendum, levy an additional tax of 1/2 mill on the assessed valuation of taxable property within the Park District. Park District boundaries need not be coterminous with City boundaries and may include areas beyond the corporate limits of the City. A 1 mill tax levy would produce an income of approximately \$20,000 which could be increased to approximately \$30,000 for park and recreation services through favorable referendum.
3. The City Council may, following a favorable referendum, establish a public recreation authority under the provisions of the Cities and Village Act, (Chapter 24, Article 57). This law provides for a tax levy of up to 2/3 of 1 mill on the assessed dollar valuation of all property within the corporate limits. Such a tax levy would produce a recreation fund of approximately \$15,000 based on the present assessed valuation of approximately 23,000,000. A more complete summary of the provisions of this law may be found in Appendix II to this report.

It is recommended that a public recreation authority be established in Paris under the provisions of the City and Villages Act as outlined under (3) above. This choice is recommended for the following reasons:

1. There is already existing a Park Board authorized by referendum to levy a tax of 1 mill on the assessed dollar valuation of all property within the municipality. Any plan to organize a Park District would have little



financial advantage, and would only serve to duplicate an existing service. Further, the Park Board has the confidence of the citizens of Paris for the fine manner in which the parks have been developed and maintained.

2. School Boards in Illinois have not assumed responsibility for administration of public recreation services due to the lack of any provision in the School Code for a special recreation tax such as that provided for under the City and Villages Act.
3. There is a definite trend in Illinois communities towards the combining of the related functions of recreation programming and park management under one administrative agency. The City and Villages Act states that the authority for recreation may be vested with an existing park board.

It is further recommended, therefore, that upon successful passage of a referendum to establish a public recreation authority, that the legal authority for recreation be vested through ordinance in the existing Park Board, which should be known thereafter as the Park and Recreation Board of the City of Paris (a sample ordinance is given in Appendix III).

In accepting this responsibility, the appointed Board should operate according to generally accepted standards for the management and operation of such authorities. (A description of these standards is given in Appendix IV).

(b) Personnel

The responsibilities of the proposed Park and Recreation Board will be such that it will be necessary and desirable to employ a person well qualified to carry out the executive responsibilities of the agency. Just as qualified leadership is recognized as the key to successful recreation programs, so is good management the key to proper development of an expanded park system. The future success of the Park and Recreation Board in carrying out its responsibilities will depend to a large degree on the ability of the executive officer of the agency to carry out policies and objectives established by the Board.

It is recommended that a Superintendent of Parks and Recreation be employed by the proposed Park and Recreation Board. A suggested job description with duties and qualifications for the position is included as Appendix V of this report. This is based on recommendations prepared by the National Recreation Association. The recommended salary range for the position is \$5500.00 to \$7,000.00.

(c) Finance

The Paris Park Board operates under ordinance of the City Council. An annual tax levy of .1% is authorized, in addition to the general city fund,



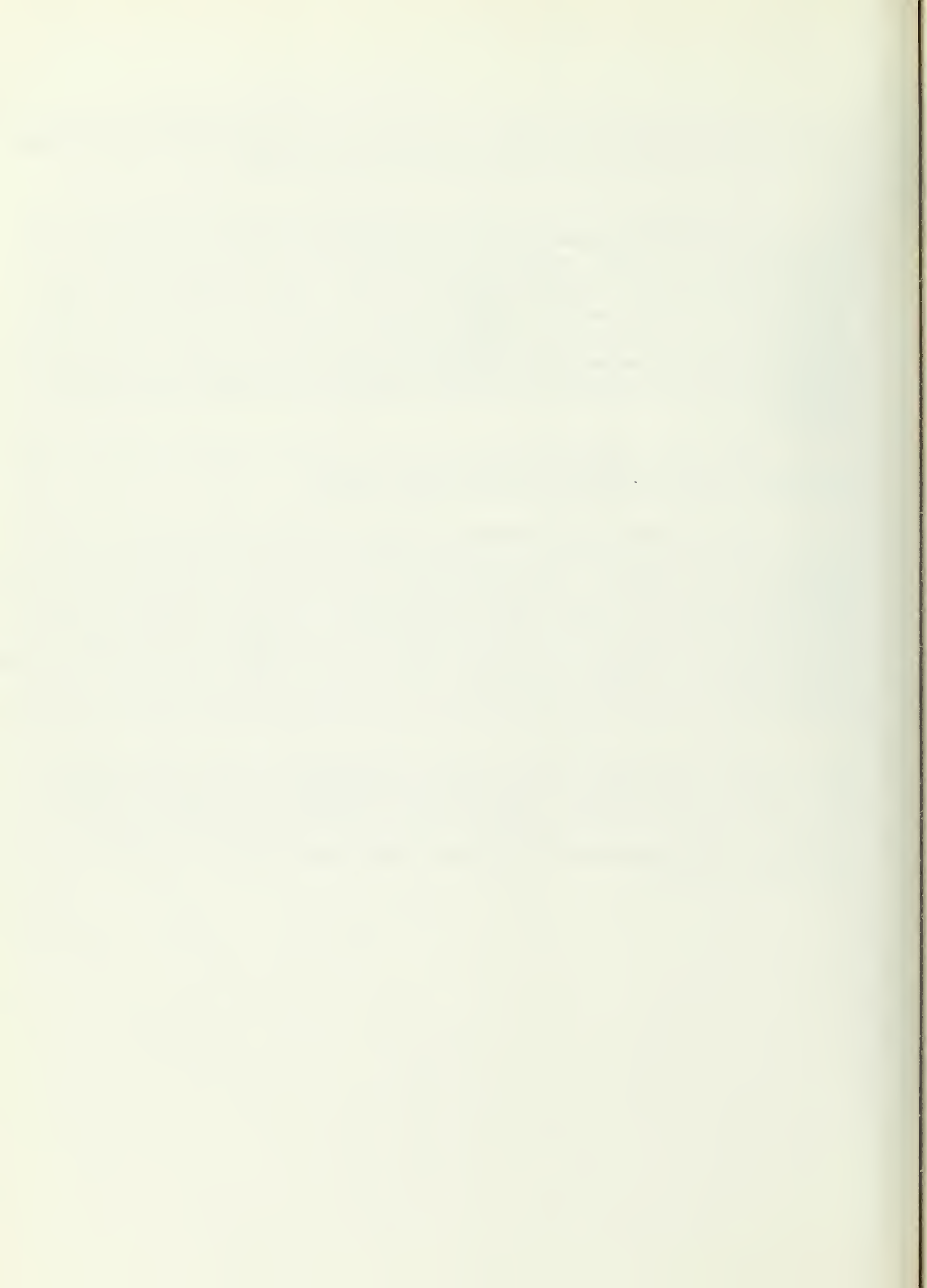
by referendum for park purposes. This tax is now being levied at the rate of .052% and the income from this is estimated at approximately 11,000, based on the assessed valuation of approximately \$23,000,000.

If the proposal to levy a tax for recreation purposes is carried, the tax rate of .0667% for this purpose would bring an annual revenue of approximately \$15,000. The park tax, if levied at its maximum statutory rate, would provide a revenue of nearly 23,000. This would provide a total of \$38,000. per year for park and recreation services, for an annual public expenditure of approximately \$3.80 per capita. The per capita rate, while below the recommended national standard of \$6.00 per capita, is consistent with current fiscal practice in Central Illinois communities offering these services.

These funds should provide adequately for the annual operating needs of a well functioning Park and Recreation Board.

It is not possible at this time to present estimates establishing the cost of the area and facility acquisitions and developments which have been proposed in this report. Land acquisition costs will have to be shared in some instances between the City and the School Board. The cost of other capital developments such as the proposed swimming pool, and the purchasing and renovating of the Hangar as a community center will necessarily be determined in large degree by both negotiations over purchase price, and by the design requirements which should be prepared by qualified engineers and architects.

It is recommended that capital developments such as the swimming pool and the community center be financed through securing donations for the purpose where possible, and otherwise through the issuance of general obligation bonds. It is not good fiscal practice to finance major capital improvements through use of the taxes levied specifically for annual operating purposes.



APPENDICES



APPENDIX I

FOREST PRESERVE DISTRICTS IN ILLINOIS

There are eleven County Forest Preserve Districts in the State of Illinois at this time. Perhaps the best known of these to Paris citizens would be the Piatt District, and the Champaign District. Lake of the Woods, about 15 miles west of Champaign, is a facility of the Champaign County Forest Preserve District. It includes a lake, boating and fishing facilities, picnic areas, camp grounds, a swimming area with bathhouse, hiking trails, two golf courses, and a large wooded area. Cook County also has many fine facilities operated by the Cook County Forest Preserve District.

The law which enables the creation and management of Forest Preserve Districts in Illinois is found in the Illinois Revised Statutes, Chapter 57 1/2. A brief analysis of this law is presented here for information purposes.

A Forest Preserve District may be any designated area of continuous territory lying wholly within one county containing one or more cities, towns, or villages.

A Forest Preserve District may be organized through the following procedure:

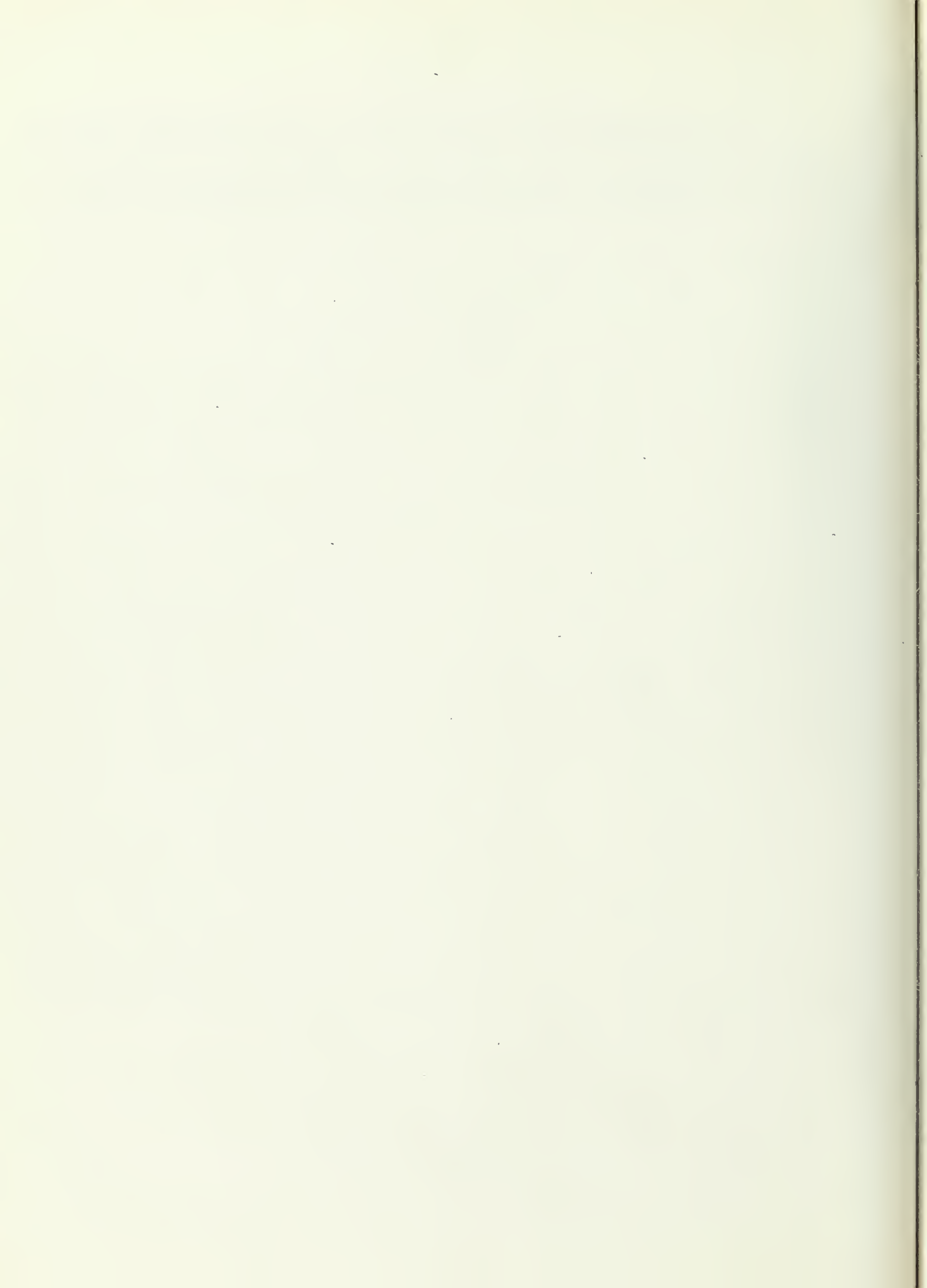
- (1) Petition -- by any 500 legal voters residing within the limits of the proposed district may petition a circuit judge of the county to cause the question to be submitted to the voters.
- (2) Election -- the Circuit Judge shall order an election to decide on the question. If a majority of the votes cast is in favor of the organization of the district, the district shall be deemed organized.

The governing body of the district is a board of commissioners consisting of a president and four commissioners appointed by the chairman of the board of supervisors of the county. The regular term of office for commissioners is four years. They serve without pay.

A Forest Preserve District may levy a tax at the rate of .025% of the assessed dollar evaluation of all taxable property within the district. It may borrow by issuing bonds, subject to referendum in certain instances. In any event the tax levied for the purposes of annual operation and bond retirement combined may not exceed the authorized rate limit of .025%. The district may not exceed the authorized rate limit of .025%. The district may not become indebted to any amount exceeding 1/2 of 1% of the assessed dollar valuation of the taxable property within the district.



A forest preserve district may acquire lands and grounds within the district by gift, grant, device, purchase or condemnation. It may create forest preserves and make improvement in and through these forest preserves as deemed necessary for the use of such forest preserves by the public.



APPENDIX II

Simplified Narrative Form of the PUBLIC PLAYGROUNDS AND RECREATION
CENTERS LAW OF 1921, As Amended, Chapter 24, Article 57, Illinois Revised
Statutes

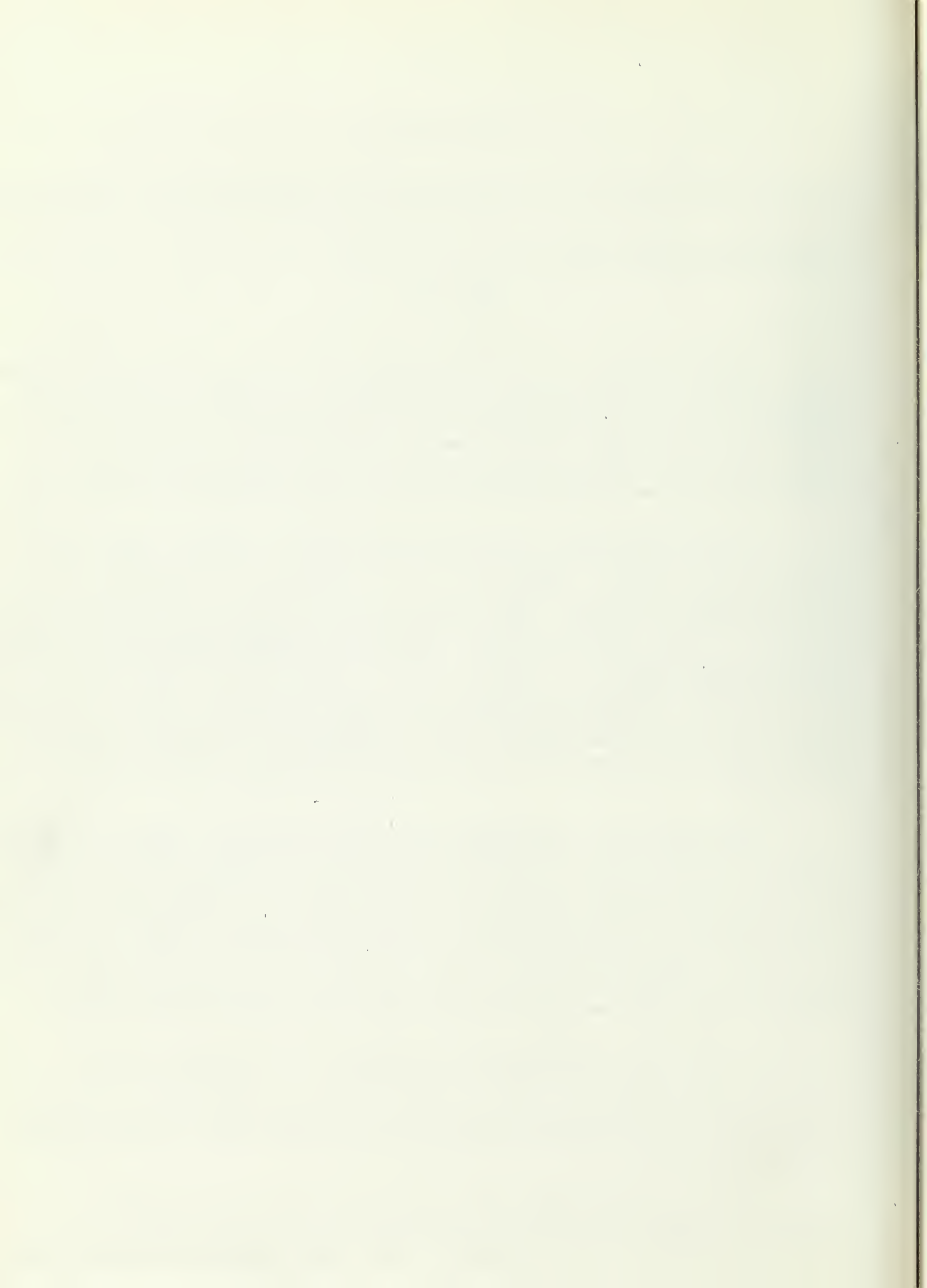
Legal authority is a necessity before any public tax-supported program can be initiated. Only through our governmental structure can authority be delegated to a locality for purposes of providing public services from the collection of tax monies. This authority is the basis for all public tax-supported services, and provides the needed protection and opportunity for its citizens to determine democratically the extent of their own services.

The State of Illinois has realized the need for, and has made legal provisions for, public organization for recreation as a unique and distinct area of community life. Within the State's jurisdiction, all communities have the opportunity to operate a tax-supported type of recreation and park service that best fits their individual needs. The Public Playgrounds and Recreation Centers Law of 1921, as amended is one such example. This law provides the legal authorization for any city, town, or village, with a population of less than 150,000, to establish and maintain a public recreation system, including playgrounds, recreation centers, and swimming pools. (This law, however, does not give legal authority to a township, or any other type of special district.)

Under this act, a municipality may make use of any lands or buildings which are owned or leased by the municipality (if in keeping with the devoted purpose of each); acquire or lease additional land or buildings; and provide for the maintenance and equipment of these areas and facilities from general municipal funds. (The city has the authority to purchase or lease any areas or facilities within its financial ability, and to provide for their improvement and upkeep.) Authority is also vested in the Board to employ personnel which it deems necessary to administer and carry out its responsibilities.

In order for a municipality to adopt this act, a petition must be circulated and signed by at least 10% of the number of voters at the last municipal election, and submitted to the city clerk at least 30 days prior to a general or special municipal election. The petition shall designate the tax rate that is desired.

Upon receiving a favorable majority of votes at the specified election, the corporate authorities may thereafter levy and collect a tax up to the amount listed on the specified petition. The corporate authorities also



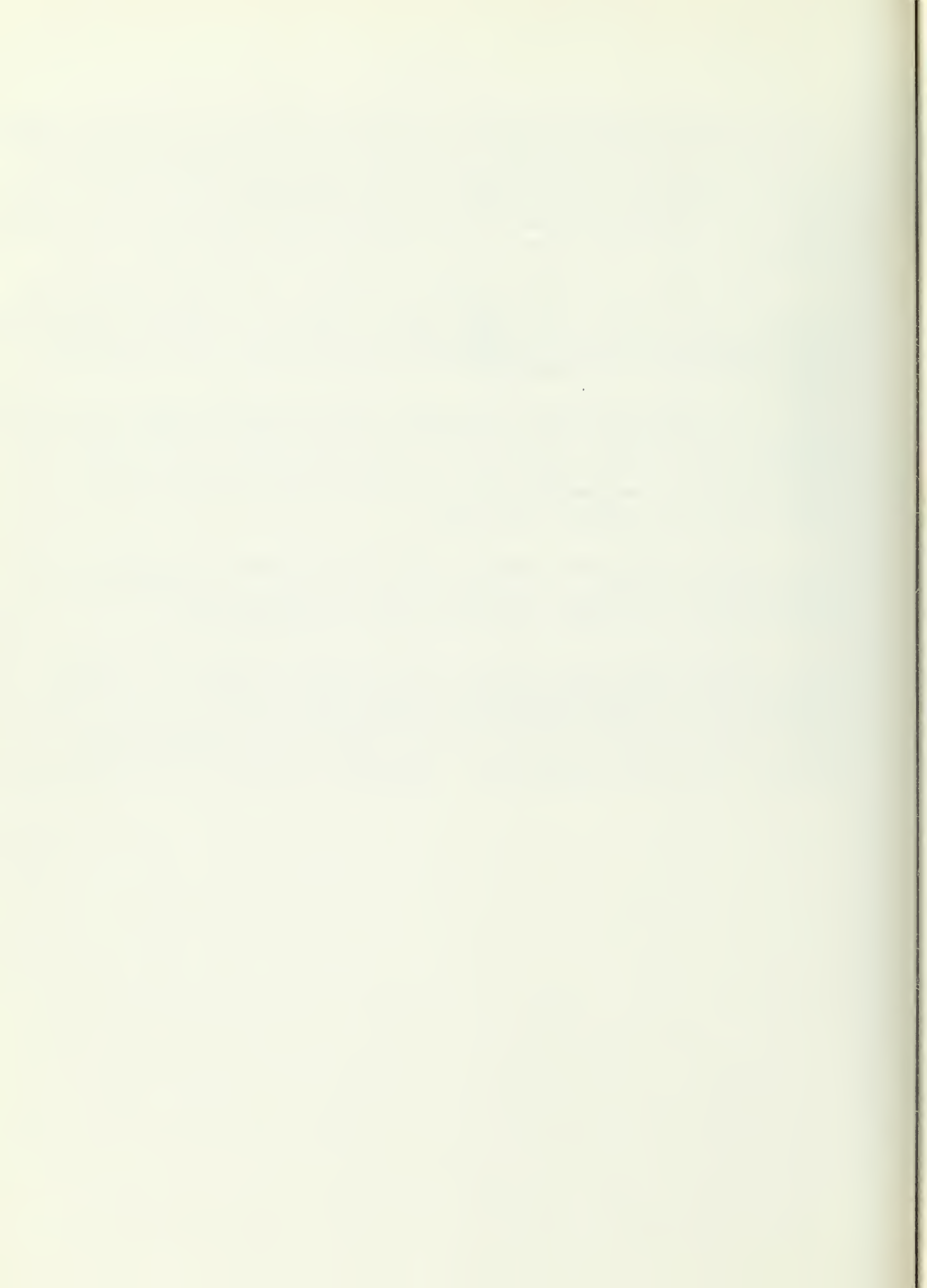
have the responsibility of naming or establishing a managing authority which may be vested in a school board, park board, or other existing bodies; or a separate playground or recreation board may be appointed. If a separate board is appointed, it can be made up of three members, appointed for three year annual staggered terms, or five members appointed for five year annual staggered terms. The board members receive no remuneration.

Any two or more cities, towns, or villages can jointly establish and maintain a recreation system under this law. Also, a recreation system may be conducted and maintained jointly by a school board or a park board in conjunction with the municipality.

Any managing authority which has been established under this act may accept any donations of real estate or money. However, in cases where the acceptance of property subjects the municipality to added expense for improvements or maintenance, the acceptance of the property must be approved by the municipal authorities.

At such times when further finances are needed for the purpose of acquiring land, buildings, or equipment, bonds of the municipality may be issued subject to the approval of the electors by referendum.

(This is only a general description of the provisions of the Public Playground and Recreation Centers Law of 1921 as amended. No action should be taken to implement this act without direct reference to the Statutes. A full legal description of the Act may be found in the Illinois Revised Statutes - Cities and Villages Act - Chapter 24 - Article 57 - Sections 1-10.)



APPENDIX III

PUBLIC PARK AND RECREATION BOARD

The members appointed to the Paris Park and Recreation Board should have a sincere interest in parks and recreation and sufficient time to devote to the required duties. The following information is suggested as a guide or checklist for their responsibilities:

Procedure

1. Adopts by-laws governing the organization of the Board and the calling and conduct of its meetings.
2. Elects officers annually as prescribed in the by-laws.
3. Provides for appointment by the chairman of standing committees on all major continuing functions such as finance, personnel, buildings and grounds, and program.
4. Restricts committee action to the making of recommendations and the performing of duties specifically authorized by the Board.

Meetings

5. Holds regular meetings that are open to the public, at least monthly.
6. Provides for notices of all meetings to be sent to Board members.
7. Requires a quorum for formal official actions.
8. Keeps a complete record of all Board meetings.
9. Minutes of each meeting are submitted to Board members before the next meeting and are formally approved by the Board at the next regular meeting.
10. Conducts its meetings in accordance with procedure prescribed in the by-laws and reaches a decision only after full consideration and debate on the issues in question.

Finances

11. Adopts specific procedure for the efficient handling, spending, and accounting of Board funds.
12. Requires and reviews each month a written financial statement of appropriations, expenditures, and balances.
13. Well in advance of the date when budgets must be submitted to the governing body, analyzes the financial needs of the department and then adopts and submits a budget request for the department.
14. Interprets to the individual members of the city governing body and to the body as a whole the needs of the department as indicated in the budget requested.



Relation to Superintendent

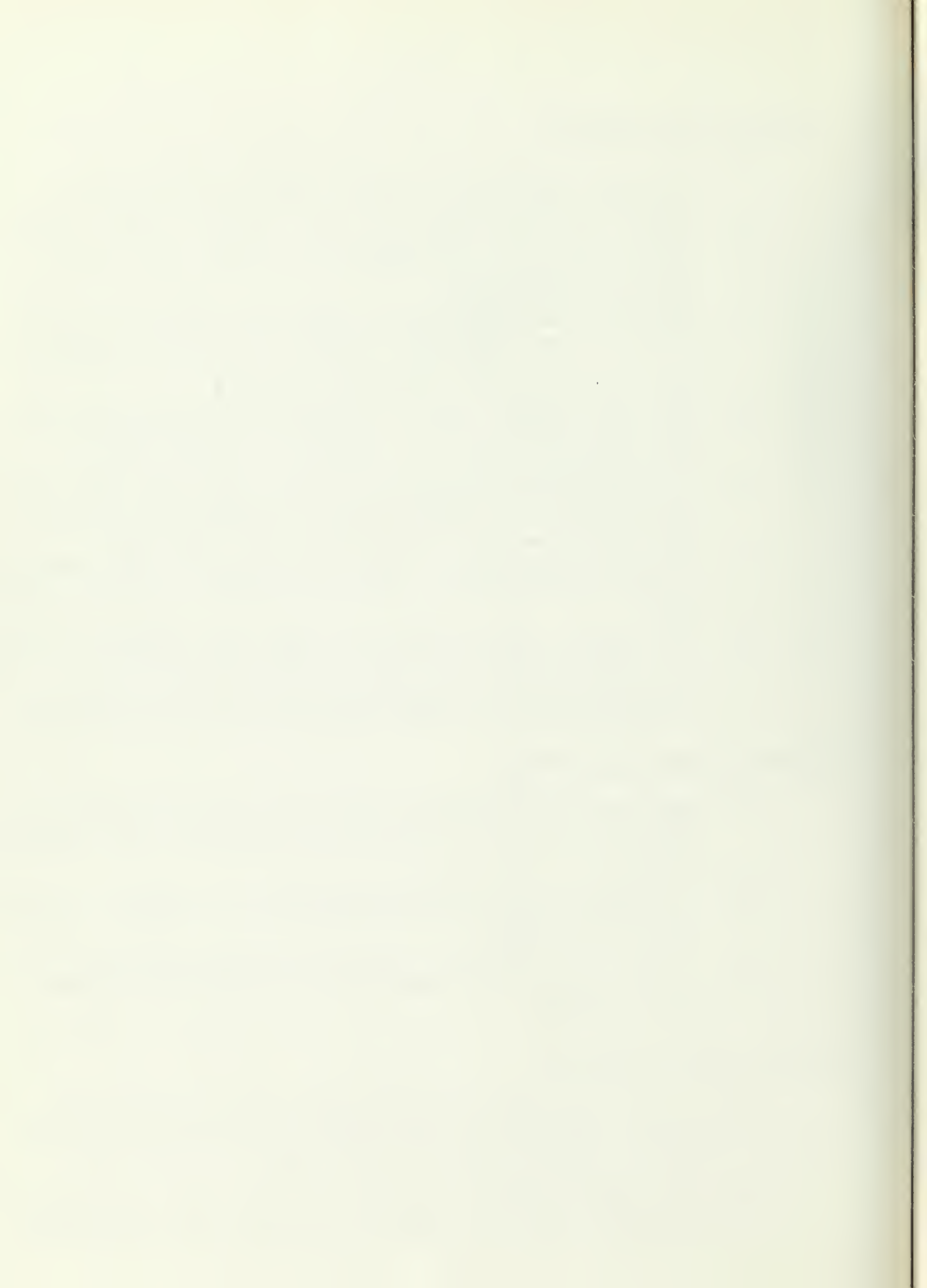
15. Selects and employs the best Superintendent available in accordance with state and national recommended standards.
16. Requires the Superintendent to submit a written monthly report.
17. Adopts a policy that individual Board members shall not give instructions to the Superintendent except as related to specific committee assignments.
18. Requests the Superintendent to submit recommendations on all problems to be considered by the Board that relate to programs, facilities, training and other matters on which professional advice would be useful in reaching a decision.
19. When it has adopted a policy or approved a course of action, it gives the Superintendent full authority and responsibility for administering the policy for seeing that the action is taken.
20. Encourages the Superintendent to initiate suggestions and bring to the attention of the Board matters requiring policy decision, which will increase the effectiveness of the Department.
21. Holds the Superintendent ultimately responsible for the success or failure of the program, within the limitations in which he must work.
22. Encourages its Superintendent and other staff members to attend state and national meetings of recreation workers, take an active part in professional organizations, attend institutions, and training courses and in other ways advance in their profession.

Relation to Work of Department

23. Makes periodic inspections of recreation areas and facilities to make sure that they are operated and maintained in a satisfactory condition.
24. Makes periodic observations of program.
25. Participates actively in the interpretation of the Board's program objectives and needs.
26. Arranges for a city-wide analysis of existing recreation areas.
27. Makes a comprehensive appraisal of his Department at least every five years.

Relation to Other Agencies

28. Is consulted by the local school authorities in regard to preliminary plans for new school sites or buildings and the design of indoor and outdoor facilities that might be suitable for community recreation use.
29. Is consulted by the local planning authorities with respect to any proposals or plans that relate to recreation areas or facilities.



30. Shares the credit with other departments and organizations that cooperate in its program.
31. Takes the initiative, if necessary, in forming a Recreation Council or in bringing together periodically an informal group representing the local agencies concerned with recreation for a discussion of mutual problems and as an aid in cooperative planning.
32. Meets annually, either as a whole or through a committee, with the Board of Education to consider problems of mutual interest.
33. Through its Superintendent, or otherwise, keeps in close touch with City departments and private agencies concerned with recreation and the use of leisure time.

Relation to the Public

34. Makes it clear to the public that suggestions and criticism are welcome and will receive thoughtful consideration.
35. Conducts its affairs in a manner that wins public respect and support for the Department and guarantees its integrity to the community.
36. Is ready to listen to criticism and quick to discern and remedy situations that require correction either by the Board or staff members.
37. In addition to submitting an annual report as required, maintains a public relations program throughout the year, utilizing the press, radio, speeches, movies, exhibits, and other appropriate media.
38. Represents the interests of the entire community and not the interests with which individual members may be affiliated.
39. Encourages citizen interest and participation in the work of the Department by the enlistment of volunteers, the appointment of committees for special projects and in other ways.



APPENDIX IV

SAMPLE RECREATION ORDINANCE

Introduction -

The adoption of a city recreation ordinance is a necessity in order to define the organization, powers, duties, and responsibilities of the group selected to manage the public recreation system. These laws are enacted by the local governing authority and usually take the form of an ordinance. In all instances, these local laws must conform to that which is authorized by the state laws. The local ordinance is more explicit in detail where the state law was more general.

Included is a sample ordinance which could be adopted by the City of Paris.

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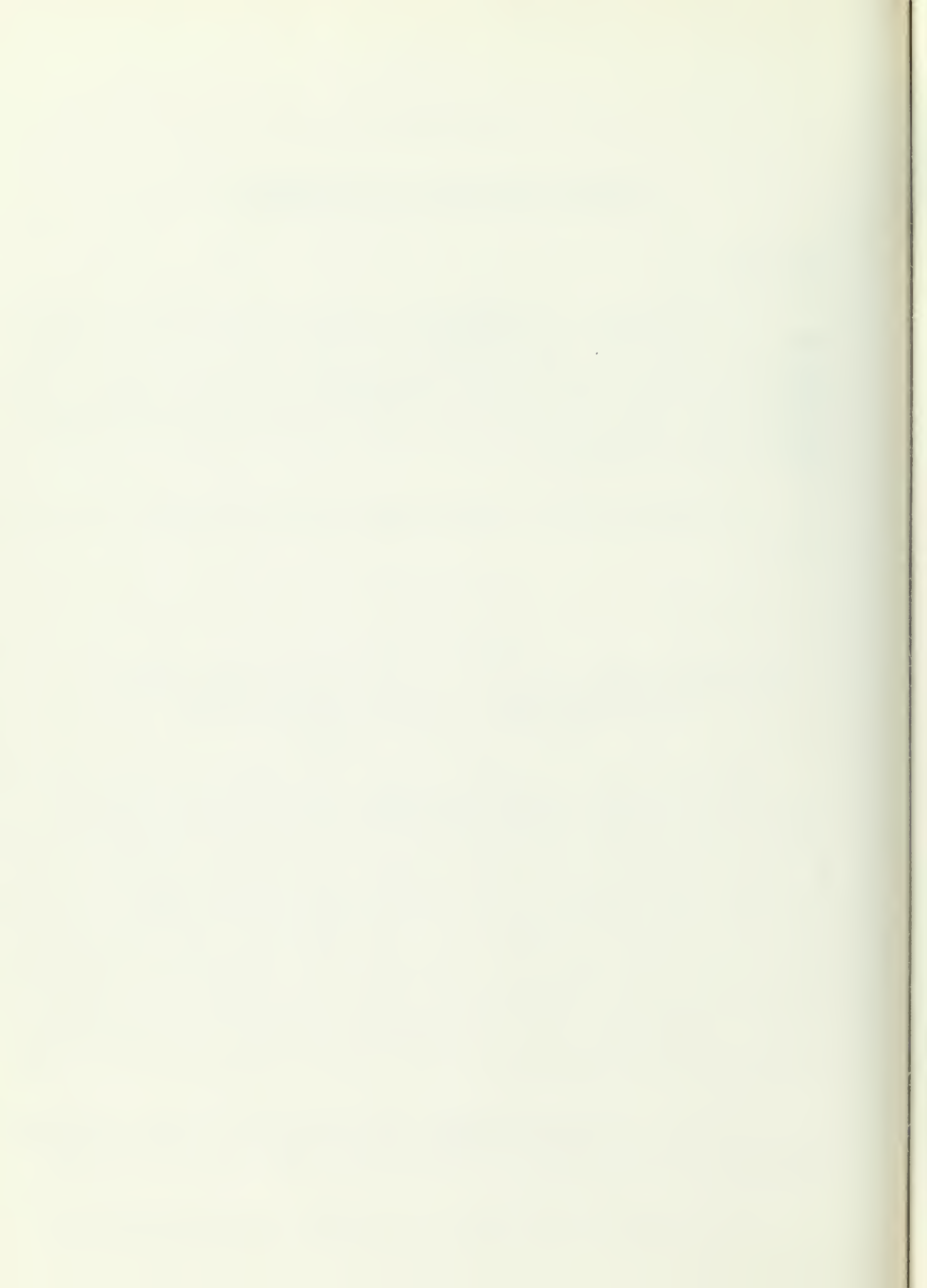
ORDINANCE NO _____

AN ORDINANCE CREATING A RECREATION DEPARTMENT
BE IT ORDAINED BY THE CITY OF PARIS,
EDGAR COUNTY, ILLINOIS:

Section 1. Department Established - Pursuant to the referendum held in accordance with the statutes of the State of Illinois on the question of establishment, conduct, and maintenance of a recreation program in the City of Paris and a tax therefore which carried, there is hereby established a Recreation Department in the City of Paris. The Managing Authority shall be vested in the existing Paris Park Board which shall hereafter be known as the Paris Park and Recreation Board. The Board shall have all the powers granted and shall be subject to all the obligations imposed by an act of the General Assembly of the state entitled "An Act to provide for the acquisition, equipment, conduct and maintenance of public playgrounds and recreation centers in and by cities, towns and villages of less than one hundred fifty thousand inhabitants" approved June 24, 1921, and all amendments thereto, heretofore and hereafter made.

Section 2. Powers and Duties - Pursuant to the statutes of the State of Illinois, the Board through its Superintendent shall accomplish among other things, the following:

a. Provide a staff of employees trained in public recreation and leisure time activities for men, women, young people and children in all walks of life.



b. Conduct a recreation program making use of the physical properties available in the community and surrounding territory.

c. Offer leadership in coordinating and correlating all those activities of a similar nature in the community to obtain maximum benefits for the citizens of Paris.

d. Build the public recreation program into and about the public schools and public parks and identify it with all public and private organizations having to do with public welfare, education, family relations, and juvenile delinquency.

e. Focus public attention constantly on the need of adequate provision for year-round, healthful supervised recreation for all through a constant public relations program.

f. Solicit or receive any gifts or bequests of money or other personal property or any donations to be applied, principal or income, for either recreational services or facilities.

g. Levy fees and charges which it deems applicable in providing recreational services or facilities.

h. Jointly cooperate with other municipal departments and/or political subdivisions to provide and establish, operate, conduct, and maintain a supervised recreation system and to acquire, operate, improve, and maintain property, both real and personal, for parks, playgrounds, recreation centers, and other recreation facilities and activities.

Section 3. Personnel - The Board shall have the power to appoint a Superintendent who is trained and properly qualified for the work and, upon the recommendation of the Superintendent, such other personnel as may be required.

Section 4. Separability - If a section or part of this ordinance shall be declared invalid, this shall not affect the validity of any remaining sections or parts of this ordinance.

Section 5. Effective Date - This ordinance shall be in full force and effect from and after its passage and approval as required by law.

PASSED AND APPROVED THIS _____ DAY OF _____ 19 ____.

AYES _____ NAYS _____ ABSENT _____

ATTEST:

Mayor, City of Paris

City Clerk



APPENDIX V

SUPERINTENDENT OF PARKS AND RECREATION

The superintendent of parks and recreation is the chief executive officer in charge of a parks and recreation department and its personnel. He is responsible for the administration of a comprehensive recreation program for the entire community and for the administrative management of the public parks, playgrounds and other recreational facilities. The superintendent serves as technical adviser and consultant to the Park and Recreation Board and administers the policies laid down by that authority. The superintendent of parks and recreation has executive responsibility for both the recreation and the parks function, and for the maintenance of a high level of recreation service through the efficient administration of both.

DUTIES

1. Administration

- A. Supervises the work of the Park and Recreation Board in accordance with the general policies established by the Board.
- B. Organizes and superintends an efficient administration for the Board.
- C. Establishes, reviews, and coordinates procedures to the end that maximum service may be provided at reasonable cost.

2. Program

- A. Develops a broad diversified program of recreation activities and services to meet the needs of the public.
- B. Supervises the organization and conduct of the community recreation program, including both those activities under active leadership and others which primarily require provision of space, facilities, and general administrative service.

3. Staff

- A. Recruits, selects, and employs or recommends the employment of department personnel.
- B. Organizes, assigns, and trains department personnel; develops and maintains good work relationships among staff members.



- C. Establishes and develops a program for continuing use of volunteers in the recreation program.

4. Areas and Facilities

- A. Superintends the acquisition, planning, design and construction of recreation and parks facilities under the control of the Park and Recreation Board.
- B. Operates and maintains all areas and facilities under Board control for optimum use in support of the community recreation program.
- C. Establishes close working relationships with and serves ex-officio as consultant on recreation and park matters to public and voluntary community agencies concerned with city planning, housing, public welfare, education and other subjects closely related to community recreation.

5. Planning and Research

- A. Studies and analyzes the effectiveness of the Park and Recreation Board's services.
- B. Studies conditions, needs, and trends affecting the recreation and parks requirements of the community.
- C. Prepares and recommends adoption of long-range and immediate plans to meet community needs for adequate recreation space, facilities, program and personnel.
- D. Studies and keeps informed of developments in the park and recreation fields.

6. Finance

- A. Directs, controls, and accounts for the expenditure of Park and Recreation Board's funds in accordance with budget appropriations.
- B. Prepares and justifies budget estimates, work programs, and supporting data for the recreation and parks functions.
- C. Supervises the keeping of complete financial records for the Board.
- D. Recommends establishment of necessary fees and charges for various department services, and supervises their use.



7. Public and Community Relations

- A. Interprets to the public the community recreation program and its philosophy and objectives through all suitable means including the use of volunteers and staff members as well as news media.
- B. Promotes the public use of recreation facilities, areas and equipment for group and individual play, recreation, and relaxation through a continuing program of public education.
- C. Establishes and maintains cooperative planning and working relationships with other local community agencies, governmental, voluntary, and private and with state, regional and national agencies concerned with recreation, parks, conservation, and related fields.
- D. Organizes, promotes and cooperates with neighborhood or community-wide recreation councils or similar groups identified with recreation and parks.

8. Records and Reports

- A. Maintains systematic, complete, and accurate records of Park and Recreation Board activities and services, personnel and property.
- B. Prepares and issues regular and special reports for use by staff, board, community officials, and others, and for the information of the community.

SPECIAL QUALIFICATIONS

- 1. Understanding of the function, design, and maintenance of parks and recreation areas and facilities; and ability to superintend a program of acquisition, construction, and maintenance of park and recreation areas and facilities.
- 2. Professional administrative skill in the supervision of technically-trained personnel from such fields as landscape architecture, forestry, and horticulture, in the planning and operation of parks and recreation areas and facilities.
- 3. Thorough knowledge of the theory and philosophy of recreation, and ability to interpret this philosophy to others.
- 4. Understanding of the problems of a community in relation to recreation, and ability to formulate and administer recreation programs to meet specific community needs.



5. Professional administrative skill in the organization, development and maintenance of a comprehensive community recreation program involving the operation of areas and facilities and the recruitment, selection, training, and supervision of personnel.
6. Professional understanding of the varied activities which make up a community recreation program, and technical competence in directing their optimum use to meet the needs of people of all ages and interests.
7. Capacity for cooperating with and interpreting parks and recreation to related public, voluntary, and private organizations, and the public.
8. Skill in communication through speech and writing.
9. Executive capacity for decision-making and implementation of policy, coupled with extensive knowledge of principles and techniques of management as applied to parks and recreation.
10. Initiative, creativity, perseverance, and the ability to inspire the continuing best efforts of others.

MINIMUM QUALIFICATIONS

Completion of the requirements for a Bachelor's degree in recreation with specialized courses in park management, including studies in landscape architecture, forestry, horticulture, and conservation.

Plus

Proven successful and progressive experience in supervisory or executive work combining parks and recreation responsibilities and duties.

Salary range recommended -- \$5500 to \$7000.





UNIVERSITY OF ILLINOIS-URBANA



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